

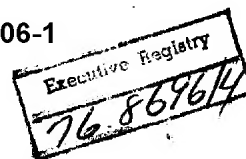


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EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503



August 13, 1976

MEMORANDUM FOR THE SECRETARY OF STATE
THE SECRETARY OF THE TREASURY
THE SECRETARY OF DEFENSE
THE ATTORNEY GENERAL
THE SECRETARY OF THE INTERIOR
THE SECRETARY OF AGRICULTURE
THE SECRETARY OF COMMERCE
THE SECRETARY OF LABOR
THE SECRETARY OF HEALTH, EDUCATION,
AND WELFARE
THE SECRETARY OF HOUSING AND URBAN
DEVELOPMENT
THE SECRETARY OF TRANSPORTATION
THE DIRECTOR, CENTRAL INTELLIGENCE AGENCY
THE ADMINISTRATOR OF GENERAL SERVICES
THE ADMINISTRATOR, NATIONAL AERONAUTICS
AND SPACE ADMINISTRATION
THE CHAIRMAN, CIVIL SERVICE COMMISSION
THE ADMINISTRATOR, SMALL BUSINESS
ADMINISTRATION
THE ADMINISTRATOR OF VETERANS AFFAIRS
THE ADMINISTRATOR, ENERGY, RESEARCH AND
DEVELOPMENT ADMINISTRATION
THE ADMINISTRATOR, ENVIRONMENTAL PROTECTION
AGENCY
THE ADMINISTRATOR, FEDERAL ENERGY
ADMINISTRATION

SUBJECT: Presidential Management Initiatives - Reporting Guidelines

During his absence from the Office, OMB Director James Lynn requested that I forward this memorandum which provides guidelines for reporting on the management initiatives directed by the President at his meeting on July 23.

The President's memorandum of July 24 reaffirmed his continuing interest in major managerial objectives. Mr. Lynn's memorandum of July 27 provided details of the specific actions to be taken by each agency and the dates by which individual tasks are to be accomplished or, at least, started.

The President wants to be kept informed of the progress each agency is making. Accordingly, an initial overall plan is required by August 23 and monthly progress reports will be required thereafter beginning September 21.

White House Box

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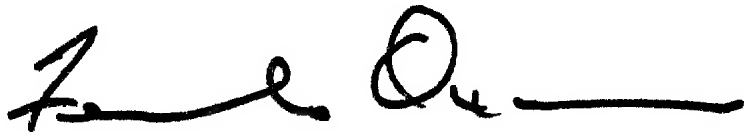
Presidential Management Initiatives

The information to be reported in the overall plan and each monthly report, together with suggested formats, are attached. You will note that the basic format is conceptually the same for each issue, modified as necessary to accommodate the details of the specific actions identified in our July 27 memorandum. Further, to minimize the reporting burden, the initial plan format will suffice for the monthly reports; only the significant accomplishments, variances, or milestone slippages need to be highlighted each month.

Additional data including charts, tables, and graphs which will supplement the suggested format, may be included at your discretion. Such additional data should be coordinated with the suggested format and so arranged as to emphasize the most significant facts and relationships.

In the July 27 memorandum, it was stated that within two weeks of receipt of your initial plan, we will be back to you with such comments and suggestions as we may have. We hope that maximum exchange can take place directly between responsible agency officials and OMB Program Associate Directors or myself and thus keep paperwork back and forth to a minimum.

As you develop your plans, and the subsequent monthly reports, you or your designated responsible official should feel free to contact Mr. Lynn or the appropriate Program Associate Director -- Don Ogilvie, Jim Mitchell, Dan McGurk, or Dan Kearney -- for assistance concerning substantive policy or program issues affecting your individual agencies. Again, as Associate Director for Management and Operations, I will be coordinating the overall effort for OMB and am also available to provide assistance on technical management issues and general procedural questions concerning reporting requirements. We stress that you need only to let Mr. Lynn or any of OMB staff know if we can be of help at any point and we will respond.

A handwritten signature in black ink, appearing to read 'Fernando Oaxaca', with a long horizontal line extending to the right.

Fernando Oaxaca
Associate Director for
Management and Operations

Attachments

The following pages contain instructions for the initial action plan and subsequent monthly progress reports. These initial plans and monthly reports are intended to provide a basis for informing the President of each agency's accomplishment of its most significant management initiatives. *In all cases, it is imperative that your plans and reports clearly indicate the dates when output products or other evidence of performance are expected.*

The formats are arranged to coincide with the order in which the detailed summaries of each initiative were provided in our July 27 memorandum, i.e.,

1. Decisionmaking and departmental organization
2. Evaluation of current programs
3. Reduction of the burden of Federal reporting and regulations
4. Contracting out and holding down overhead costs
5. Personnel management

The formats differ in specificity between initiatives as to the things to be done. In some cases, specific action steps are identified; in others, only the major task areas are shown. This reflects both the diversity of the various initiatives subsumed under the general heading of "management" and the nature of the sets of actions that the President expects to be undertaken. For example, the things to be done in Initiative 5, for the most part, are specified at the level of action steps.

Below are illustrations of the kinds of entries that might be shown for one action step under Initiative #5.

Example of Initial Plan item:

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a. Identify (or establish) model executive selection and development system	1. Evaluate any existing systems within agency	8/20/76	Bureau X and Y
	2. Select single model from within, or from other agencies	9/03/76	
	3. Provide model and instructions to all major components for adaptation	9/17/76	

Example of Monthly Report item:

a. Identify (or establish) model executive selection and development system	3. Provide model and instructions to all major components for adaptation	10/15/76 (revised)	Distribution postponed pending further testing of model
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INITIATIVE: 1

TITLE: Decisionmaking and Departmental Organization

DEPARTMENT/AGENCY:

RESPONSIBLE OFFICIAL(S):

TELEPHONE:

(If appropriate, identify different officials responsible for separate actions.)

I. Policy Analysis Staff

Determine extent to which there is a unit available to assist the agency head in carrying out the functions listed in the Summary Sheet (Issue 1, Item A); and report to OMB on steps taken to establish or upgrade such a unit.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

II. MBO Program

Review agency MBO's for possible improvement and include those necessary to carry out actions directed by the President.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

III. Decisionmaking

Develop and utilize checklist approach to decisionmaking. (Guidance from OMB is attached.)

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

IV. Organizational Review

A. Review current staffing patterns and organizational structures to identify unnecessary position layering* and excessive organizational subdivisions.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

B. Develop plan to consolidate sub-units.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

C. Establish guidelines for "assistant to" positions including number per policy official and grade level.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

D. Establish procedures to ensure at least agency deputy level review of proposals to create new subdivisions and "assistant to" positions.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

* See also Issue 5, Item III, for further treatment of this area.

(Suggested Format)

INITIATIVE: 2

TITLE: Evaluation of Current Programs

DEPARTMENT/AGENCY:

RESPONSIBLE OFFICIAL:

TELEPHONE:

(If appropriate, identify different officials responsible for separate actions.)

I. Policy and Evaluation Unit

Assign to agency policy and evaluation unit (see summary sheet, Issue 1, Items 1.A and B) responsibility to identify need for, and guide the design and implementation of program impact and efficiency evaluations.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

II. Efficiency Evaluations

Identify ten efficiency evaluations, determined on a priority basis, and indicate whether evaluations are underway or planned.

Evaluations should be listed in priority sequence. For each evaluation, provide the following:

- ° Title
- ° Project Description
- ° Date of Initiation (actual if underway, projected if planned)

Action steps, milestones, and estimated completion dates should identify not only significant phases in the design and execution of the evaluation project, but should include items relative to availability and dissemination of findings and improvements initiated or accomplished.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

III. Management Plan

Develop, in accordance with OMB guidance, a management plan (to complement agency budget submissions for FY 1978) and describe agency program impact evaluations.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

INITIATIVE: 3

TITLE: Reduction in the Burden of Federal Reporting and Regulation

DEPARTMENT/AGENCY:

RESPONSIBLE OFFICIAL:

TELEPHONE:

(If appropriate, identify different officials responsible for separate actions.)

I. Reporting Burden Reduction

Steps to reduce Federal paperwork burden on the public by at least 5% by the end of FY 1977 and an additional 15-20% by the end of FY 1978. (Enclose initial plan for further reducing paperwork burden through FY 1978.)

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

II. Regulation Burden Reduction

Develop specific schedules for regular periodic review of regulations.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

INITIATIVE: 4

TITLE: Contracting Out and Holding Down Overhead Costs

DEPARTMENT/AGENCY:

RESPONSIBLE OFFICIAL:

TELEPHONE:

(If appropriate, identify different officials responsible for separate actions.)

I. Contracting Out

A. Prepare and submit to OMB an official plan (including schedules) for increasing reliance on the private sector. The plan should include the identification of at least five functions to be contracted out, as follows:

1. Description of Function/Activity:
2. Location:
3. Estimated Transfer Date:
4. Number of Federal Employees Currently Assigned:
5. Function/Activity Size (annual operating costs or units of production):

B. Review and revise implementing instructions and procedures for contracting out (OMB Circular A-76) to ensure that all in-house commercial and industrial functions/activities are reviewed and eliminated if not justified.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

C. Tighten review of proposals to initiate or expand in-house commercial/industrial activities and install systems for periodic review of existing functions and review of new proposals.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

II. Overhead Costs

A. Overhead Cost Identification System

Establish systems for routinely determining and analyzing overhead costs.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

B. Travel

Identify areas for improvements as a result of the review of FY 1976 reports of travel savings and accomplishments; and indicate steps to be taken for improvement.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

Prepare and submit to GSA a plan to further reduce travel costs in FY 1977 (include a specific reduction goal).

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

C. ADP Practices

(Agencies with substantial ADP investments) Organize a program to achieve the six objectives listed in Summary Sheet (Issue 4, Item B.3.a) and to increase reliance on private sector for ADP services.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

Prepare and submit to OMB a plan to accomplish each of the six objectives -- in terms of long and short range steps.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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- a.
- b.
- etc.

D. Cash Management

List actions taken or proposed to improve cash management practices.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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- a.
- b.
- etc.

E. Reproduction Equipment

List actions taken or proposed to require more efficient use of reproduction equipment and maximize centralized field duplication services.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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- a.
- b.
- etc.

(GSA) Review agency efforts and report to President on savings that have been or can be realized.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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- a.
- b.
- etc.

F. Audiovisual Activities

(DOJ, DOT, DOD, HEW) Report to OMB on audiovisual facility elimination and consolidation plans. (Agency heads review prior to submission.)

Prepare detailed plan to (1) review existing facilities with the purpose of eliminating or consolidating when possible; (2) establish control to prevent the acquisition of unnecessary equipment and supplies; (3) use existing government-owned films, etc., in lieu of new acquisitions; and (4) increase reliance on private sector for audiovisual services.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

G. Telephone Equipment and Usage

Review existing equipment and usage and report to OMB on steps taken/proposed and savings achieved/expected.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

H. Mailing Practices

Issue instructions on the most economical utilization of available services (based on NARS guidance).

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a.			
b.			
etc.			

Provide adequate training for employees to implement above instructions.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

Monitor mail practices to ensure that mail is sent by most economical means.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

Seek assistance of NARS and the Postal Service to effect economies in mail handling, and report to NARS on achieved and expected savings.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

I. Office and Other Space

Review present space utilization and submit plans to GSA to assure per person square footage of space is kept to a minimum.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

(GSA) Revise Federal Property Management Regulations to reflect new space utilization standards and other requirements.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

J. Records Storage

Dispose of or retire records to storage in accordance with records control schedule.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

(GSA) Review and reorganize agency efforts in this area and report to OMB on savings that have been or can be achieved.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
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a.

b.

etc.

INITIATIVE: 5

TITLE: Personnel Management

DEPARTMENT/AGENCY:

RESPONSIBLE OFFICIAL:

TELEPHONE:

(If appropriate, identify different officials responsible for separate actions.)

I. Executive Selection and Development

Identify and train personnel having executive promise; and develop incumbent executives.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Com- pletion Date</u>	<u>Remarks</u>
a. Identify (or establish) model system.			
b. Establish comparable but tailored systems in all components.			
c. Implement "high potential" identification system			
d. Prepare individual development plans			
e. Other			

II. Work Force Quality

Evaluate employee programs which affect overall work force quality.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Com- pletion Date</u>	<u>Remarks</u>
a. Evaluate quality of programs for recruitment, performance evaluation, career advancement, managerial incentives, and training			
b. Identify priority steps for improving overall work force quality through changes in these programs			
c. Other			

III. Position and Classification Management

Systematically reexamine internal systems, and take appropriate corrective action to restrain grade escalation and to eliminate duplication of work or under-utilization of personnel.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a. Assess agency's organizational capability for classification management			
b. Evaluate operational quality of position management and classification systems			
c. Conduct special reviews of grade escalation in weak or suspect areas			
d. Take prompt corrective actions			
e. Conduct normal internal personnel management evaluations of position management and report to CSC as prescribed			
f. Other			

IV. Productivity Measurement

Improve productivity measurements and extend such measurements to functions not presently covered.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a. Refine existing measurements			
b. Initiate program to extend measurements to significant portion of areas not now covered and report progress in FY 1978 budget submission			
c. Increase practical use of measures in supporting requirements and evaluating management			
d. Set FY 77 improvement goal in functions currently measured; include projected improvements in FY 78 budget request			
e. Other			

V. Employment Ceilings

Take steps to assure adherence to President's employment ceilings and avoidance of congressionally-mandated minimum employment levels.

<u>Action Steps</u>	<u>Milestones</u>	<u>Estimated Completion Date</u>	<u>Remarks</u>
a. Evaluate internal system for administering personnel ceiling and for providing flexibility for intra-agency ceiling reallocation			
b. Other			

SUMMARY OF NEAR TERM REPORTING REQUIREMENTS
 (Thru December 21, 1976)

	Aug 23	Sep 03	Sep 21	Oct 21	Nov 21	Dec 21
<u>To OMB:</u>						
1. Initial action plan indicating overall approach to each initiative (with particular attention to: - specific planning requirements in initiatives 2, 3, 4; and - specific reporting requirements in initiative 4)	▽					
2. Report on achieved and expected savings in telephone usage		▽				
3. Report on model executive development and selection system		▽				
4. Report on systematic re-examination of internal position management and classification systems		▽				
5. First monthly progress report (with particular attention to specific reporting requirements in initiatives 1, 4, 5)			▽			
6. Second monthly progress report (with particular attention to specific requirements in initiative 4)				▽		
7. Third monthly progress report					▽	
8. Fourth monthly progress report						▽
<u>To GSA:</u>						
1. Plans to effect efficiencies in space utilization	▽					
2. Plans for further reduction in travel costs		▽				
3. Report on achieved and expected savings in mail practices		▽				

GUIDANCE FOR DECISION-MAKER'S CHECKLIST EFFORT

Whatever the mechanisms for bringing people together to achieve coordination in policy and program development and implementation, the likelihood that sound policies and programs will result can be considerably enhanced if each participant were to approach the issue, or bundle of issues, with at least similar perceptions about *how* such issue or issues should be analyzed -- and about the *technique* of determining what constitutes the "public interest."

Often the government decision-maker does not give systematic attention to the effects of his actions except as they relate to his own mission. This tendency is not easily cured.

Existing laws and regulations do not require and may not permit the consideration of Federal actions on the attainment of goals outside of individual mission areas. Further, the effects of Federal actions are often difficult to ascertain and to predict in advance. The data necessary to measure impacts are often unavailable, and methodologies for analysis of that data often do not exist.

Yet, it is increasingly necessary to take into account multiple impacts of a single Federal action on national goals. Consider the large number and variety of national goals. Most are well defined and long established; some have been more recently emphasized and raised in priority. To name only a few:

- ° maintenance of national security and defense of the country,
- ° preservation and enhancement of a private-enterprise (investment, risk, profit) society,
- ° economic freedom and efficiency through competition,
- ° full employment without harmful inflation,
- ° equal opportunity,
- ° for regulated industries, quality services at reasonable rates,
- ° safe and liveable communities, in both urban and rural areas,
- ° preservation of important natural resources, and clean air and water,
- ° secure and reasonably priced energy sources,
- ° decent, safe, and sanitary housing, preferably owner-occupied, and
- ° health, education, and public safety services adequate for individual self-fulfillment.

Thus the policy-makers' task is to understand, as well as possible, how and whether present and proposed actions affect these goals. This requires:

- ° Systematic review in the course of decision-making of the possible effects, not just on the mission goal of each decision-maker, but on other national goals as well.
- ° Improved evaluation of existing activities with emphasis on both attainment of the mission goal and effects on other goals.

Much easier said than done. A very useful step in this direction would be efforts toward developing, refining and using an agreed upon set of guidelines for the Federal decision-making process. Such guidelines might well be in the form of sets of questions that should be answered, insofar as feasible, in assessing, on a one time or periodic basis, existing policies and programs and in considering new proposals. Such an effort toward a "decision-maker's checklist" will require extensive participation and indeed debate among many parties. For purposes of illustration, such a list is attached hereto.

DECISION-MAKER'S CHECKLIST

- ° *What is the public problem being addressed?*
 - . Is the problem real or apparent?
 - . Is it a symptom of a larger problem?
 - . Can the problem be quantified? How large is it?
 - . What are its components?
 - . Are forces at work that are either solving the problem or making it worse?
 - . Does the public perceive a problem?
 - . Are those who perceive the problem directly affected by it? By attempts to solve it?
- ° *What institution is best equipped to solve the problem?*
 - . Is it a problem that needs to be solved?
 - . Can the private sector alone resolve the problem effectively?
Is there a role for the private sector in the solution?
 - . On what basis is it a problem that principally government should address?
- ° *What are the alternate feasible means to solve the problem?*
 - . Which of these best fit with the principles of this Administration?
 - . To what extent would each of these solve the problem? With what probability?
 - . Are the means proposed to solve the problem well suited to attain the desired ends?
 - . If a governmental response is indicated, can it be effectively incorporated within a current program?
- ° *Are there identifiable inadvertent or second order effects from the proposed solution?*
 - . Can such effects be minimized if undesirable (inflation, excessive paperwork regulations, etc.)?
 - . Maximized if desirable?
 - . Do such effects alter the desirability of the action?
- ° *Does the problem, the approach proposed to solve it, or the effect intersect with other public programs or goals?*
 - . Should other agencies be consulted?
 - . How should any such issues be resolved?
- ° *What methods of evaluation can be designed at the outset for measurement of the effects of the proposed action?*

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EXECUTIVE SECRETARIAT

Routing Slip

TO:		ACTION	INFO	DATE	INITIAL
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2	DDCI				
3	D/DCI/IC				
4	S/MC				
5	DDS&T				
6	DDI				
7	DDA				
8	DDO				
9	D/DCI/NIO				
10	GC				
11	LC				
12	IG				
13	Compt	✓			
14	D/Pers				
15	D/S				
16	DTR				
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19	C/IPS				
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